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ABSTRACT

An overview is presented of the scope of a series of monographs produced as part of the American Council on Education's Higher Education/Comprehensive Employment and Training Act (CETA) Project, which was supported by the Fund for the Improvement of Postsecondary Education. The monographs discuss contemporary policy issues concerned with higher education's relationship with occupational training and present case studies of two- and four-year educational institutions. The focus is the benefits that have emerged for students in particular and institutions and communities in general as a result of successful relationships between CETA and higher education. The monographs highlight colleges and universities that have improved areas such as instruction, student services, linking work and education, institutional leadership, policy development, and working with the private sector. The Higher Education/CETA Project has underscored the importance of the following three points: (1) in general, successful organizational structures and processes between CETA and higher education would apply to relationships between private and public training and employment organizations; (2) the programmatic relationships between CETA and higher education are not limited to improving the learning and life chances of CETA students but often apply to learners in general; and (3) college and university personnel, structures, and processes established and/or developed through relationships with CETA and the private sector will continue to be important in their own right and as they mesh with future government-funded programs. Each monograph contains a series of action-oriented recommendations for higher education leaders and employment and training administrators. (SW)

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AMERICAN COUNCIL ON EDUCATION

A Foreword to the Higher Education/CETA Project

Joel D. Lapin, Director, Higher Education/CETA Project July 1982

APPLYING SUCCESSFUL POLICIES AND PROGRAMS TO STUDENTS, INSTITUTIONS, AND THE COMMUNITY

By Joel D. Lapin
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INTRODUCTION

The accompanying monographs, the product of the F.I.P.S.E. funded Higher Education/CETA Project of the American Council on Education, go considerably beyond merely identifying higher education's involvement with government funded occupational training and employment programs and services. The monographs discuss contemporary policy issues related to higher education's relationship with occupational training and present numerous case studies of responsive two-year and four-year institutions from throughout the country. These institutions have responded to some of the challenges of occupational training and education.

It should be noted that difficulties which have emerged between CETA and higher education are not ignored by the authors. Yet neither are the many advantages which resulted to both parties in successful relationships. The CETA legislation is likely to be reauthorized—perhaps with a different name and in a different form—but this is somewhat immaterial to the main purpose of the monographs. The primary purpose is to highlight the benefits which have emerged for students in particular and institutions and communities in general as a result of successful relationships.

Evidence supports the contention that the positive effects of a CETA/higher education relationship can be applied to the improvement of performance both in and out of the classroom. The monographs highlight colleges and universities which have improved themselves in areas such as instruction, student services, linking work and education, institutional leadership and policy development, and working with the private sector. Other benefits accrue to the institution itself. New and creative organizational structures and processes have been developed or strengthened through relationships with CETA. These changes have enabled colleges and universities to increase their successes in occupational training. The continuation and extension of these benefits has a bright future not conditional upon passage of a legislative act; and fuller elaboration of them is in order, to strengthen cooperative relationships in the future.

BENEFITS TO STUDENTS, INSTITUTIONS, AND THE COMMUNITY: A PREVIEW OF THE MONOGRAPHS

Advances in instruction, such as the development and implementation of open entry/open exit performance based instruction, were accelerated by linkages with CETA. Many colleges and universities have transformed occupational skill training instruction into this format, which provides more effective intensive training in shorter time frames. This format is learner centered and allows more flexibility, because people enter and progress at their own pace and exit when they are ready. This type of individualized learner outcome instruction will become more and more important for postsecondary occupational training in the years ahead. Additional information on this instructional format can be found in monographs authored by Daniel Vogler and Katherine Manley, Stephen Brown, and Charles Reinmuth and Patti Keller.

Benefits to instructional faculty are also an outgrowth of a CETA/higher education relationship. These benefits and others are discussed in the monograph by David Buettner. As a result of working with external criteria and organizations, a linkage prompts institutional administrators, faculty, and staff to examine seriously their own training and educational performance and to make appropriate changes.

Don Nance and Pennie Cohen, in their monograph on postsecondary student services, point out some of the positive changes in this field prompted by CETA that are likely to loom more and more important to meet the needs of students in the eighties. Development of personal, vocational, and academic assessment services coupled with appropriate intervention and counseling, have enabled many students to identify goals and successfully pursue their achievement. Job development, placement, and follow-up are key activities for CETA students—and are increasingly central to students in general. In addition to the range and types of student services discussed in this monograph, new notions of *in loco parentis* are presented as possible components of student services in the future.

Finding ways to link work and education more effectively and developing and implementing programs and services that meet the needs of the private sector are key concerns of many higher education leaders. Advances in these areas are also the outgrowth of CETA, higher education, and private sector relationships. Richard Reinhart and Donald Clark address the linkage of work and education through the development of various types of linkage components frequently generated through cooperative planning in education-work linkages. They also recognize obstacles to effective linkages but offer effective ways of overcoming the obstacles.

Private industry councils are likely to become more and more important in publicly funded occupational training and employment efforts of the future. Many higher education institutions are eager to strengthen their relationships with the private sector, and conditions are ripe for creative program and service relationships. Working with private industry councils as a major representative of the private sector is the dominant theme in the monograph by Reinmuth and Keller. Of particular value are the descriptions of successful programs and services and the recommendations to educators and private industry council members offered by the authors.

For institutional policymakers needing an orientation to publicly funded occupational training and employment programs and services, Vogler and Manley describe the kinds of programs and services institutions can and do provide. This discussion is presented within a well developed policy backdrop which is centered on contemporary issues prevalent in higher education.

As formal organizations higher education institutions have been changed as a result of involvement with CETA and the private sector. As Angelo Gilli suggests, many institutions have established, or may consider establishing, special rapid reaction units to deliver occupational training. Many of these have emerged as a way to respond efficiently and effectively to demands from agencies such as CETA and private employers for quick and successful occupational training and employment programs and services. These units bypass traditional and often cumbersome institutional processes to provide rapid training. In doing so they can reduce the time lag between identifying training needs and developing and implementing programs and services.

One of the most visible and successful examples of institutional change is the growth of "free standing" skill centers affiliated with colleges. The structure, functions, personnel, operations, and funding of these units are developed in the monograph by Brown. Often existing "outside" of the traditional structure, skill centers demonstrate an institutional commitment to and support of creative mechanisms to deliver occupational training.

Many institutions have also had to consider whether to award credit and issue a credential to those successfully completing classroom training programs. The questions of whether to award credit—and what type—along with those of the purposes of credit and its implications for students, employers, CETA prime sponsors, and institutions are developed in the monograph by Karen Stoyanoff. In many respects credit for CETA related training involves the larger issue of credit for prior learning and experiential learning.

Both two-year and four-year institutions have superb resources to bring to bear on the total spectrum of occupational training and employment programs and services. Available resources to serve local, state, and national training and education needs are developed in the monograph by Marilyn Flynn. Many of the nation's colleges and universities are effective providers of programs and services in cooperation with government and the private sector. Their experiences in the CETA system can assist future efforts aimed at economic development.

This research has underscored the importance of the following three points:

1. In general, successful organizational structures and processes between CETA and higher education would apply to relationships between private and public training and employment organizations.

2. The programmatic relationships between CETA and higher education are not limited to improving the learning and life chances of CETA students but often apply to learners in general.

3. College and university personnel, structures, and processes established and/or developed through relationships with CETA and the private sector will continue to be important in their own right and as they mesh with future government funded programs.

SOME OBSERVATIONS FOR READERS

Information contained in this series and the interpretations which result should be understood in light of the following:

1. The "truth" of higher education's relationship with the CETA system lies somewhere between those who condemn it and those who embrace it. Monograph authors are not blind advocates of involvement, but neither are they reluctant to publicize successful contributions. If there is any emphasis, it is on successful programs and services, because they are more prevalent than believed, and they suggest effective relationships among higher education, CETA, and the private sector worthy of consideration and perhaps imitation.

2. Each of the authors has drawn upon a set of experiences with CETA and higher education which have been perceived as valid in their communities. Their perceptions and interpretations may differ from others in different locales. CETA/higher education relationships are generally experienced and interpreted from a local point of view. As a result there will be different interpretations and judgments. However, each monograph incorporates both a local and national perspective without overemphasizing either.

3. These monographs comprise a series which has its own integrity and wholeness. Yet each monograph is important in its own right, and some may be more appealing to particular readers than others.

4. As of the publication of this series a CETA re-authorization bill has not been passed by the Congress or accepted by the President. If a bill is passed and accepted it may contain provisions which could alter or render irrelevant some material included in the monographs, although content material remains substantially sound.

SURVEY RESPONSES AND ANALYSIS

During the first year of the Higher Education/CETA Project (1980-81), hundreds of college and university locations offering CETA funded occupational training and employment programs and services were identified and surveyed. The following analysis was based on written information received from 323 institutions. In a number of instances, essential information on programs and services was omitted or incomplete. Therefore, the analysis reflects only information clearly contained in the correspondence. No information was assumed to exist if it was not expressly stated. In some cases percentage responses have been rounded off.

Three-hundred and twenty-three (323) two- and four-year institutions responded to the survey. Of this number, 235 (73 percent) are two-year community and junior colleges and vocational-technical institutions; 88 (27 percent) are four-year colleges and universities. Overwhelming numbers are public institutions, 290 (90 percent), whereas only 33 (10 percent) are private institutions. Responses were received from 46 states and Guam. The greatest response to the survey came from Illinois with 32 institutions sending information, followed by New York with 23; California with 21; North Carolina with 20; and Michigan with 18.

The greatest number of offerings by institutions, 295 (91 percent), were classroom training programs (courses of study which enroll participants). These programs ranged from instruction in basic skills and GED preparation to job content skill training in a wide variety of blue- and white-collar occupations.

An array of support services (which may not technically enroll participants) such as assessment, counseling, job development, placement, research, technical assistance and so forth were provided by 171 (53 percent) of the institutions.

CONCLUSION

This series is particularly timely in light of the promising future of occupational training and employment programs and services. More and more states are embarking on ambitious economic development programs. Colleges and universities can and should view themselves as important resources in efforts to attract new companies, assist existing companies to expand, and aid those displaced by local plant closings. Higher education institutions may prosper if they can market themselves as an important local and state resource that can be and is willing to be utilized in economic development efforts.

The need for skilled blue-collar workers and white-collar service workers remains great. Colleges and universities continue to lead in efforts to provide skill training in these occupations. Retraining and upgrading those currently employed will take on increasing importance as occupations change and expand. The demands for responsive programs and services, such as those described in this series, will continue to grow.

It is reasonable to suggest that there will be government funds for occupational training and employment programs and services. This money will be overwhelmingly allocated to training—as opposed to participant allowances and wages. Since occupational training and employment programs and services have been offered by colleges and universities, these funds will be available to progressive and responsive institutions, willing and able to provide successful occupational training.

Future efforts will likely take place on the state level. Governors may direct appropriate state agencies to develop a statewide coordinated plan for economic development and employment and training. Each public educational agency, such as the state board of higher education and the state community college board might develop a comprehensive plan for its activities and their impact on employment and training. State master plans for public higher education may include a plan of action to link public higher education institutions and employ-

ment and training programs and services. Such a board, with representatives from colleges and universities, should seek definitions of appropriate roles to be taken by various institutions and types of institutions in addressing employment and training needs.

In summary, these monographs not only document higher education's significant contributions for and with the CETA system, but propose that these programs and services benefit students, institutions, and the community. Each contains a series of action oriented recommendations for higher education leaders and employment and training administrators. Numerous case studies have been included to provide positive models and sources for consultation, which may assist institutional leaders in developing the commitment and capacity to provide successful occupational training and employment programs and services. Additional sources of information are contained in the footnotes provided in most of the monographs.

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He has authored a number of articles on higher education and occupational training and employment programs and services, which have been published in journals and magazines with a national readership. He has delivered a number of presentations before national and state conferences on the same subjects.

The views expressed in this monograph are those of the author, not necessarily those of the American Council on Education.